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INTERIM REPORT ON THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME FOR RWANDA

Report by the Administrator

In response to Governing Council decision 93/4, section VIII, of 19 February 1993, this report provides information on the status of the two priority programmes, as well as on the current situation in the country and its impact on the implementation of the programme.

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I. INTRODUCTION

1. During its special session held in February 1993, the Governing Council approved the fifth country programme for Rwanda (DP/CP/RWA/5), with the provision that the Administrator should present an interim report to the Council at its fortieth session on the implementation of the country programme as well as the impact which the evolution of the general context of the country might have on the implementation of the programme.

2. It was also recommended that UNDP should envisage organizing a round table for donors on the humanitarian aspects of the emergency situation in Rwanda and the needs of displaced persons.

II. STATUS OF THE FIFTH COUNTRY PROGRAMME

3. The following two objectives have been established for the fifth country programme for Rwanda:

(a) Poverty alleviation and social development, aimed at generating income and creating employment in rural areas and improving access to social services;

(b) Building national capacities for development planning and management, pursuant to the recommendation of the round-table conference held at Geneva on 2-3 July 1992 regarding the building of public administration capacities. This objective also constitutes an essential tool for promoting the democratization process.

4. The current status of the two subprogrammes is described below.

A. Poverty alleviation

5. The fact-finding and programming missions which were carried out in July 1992 and January/February 1993 helped to mobilize the participation of several donors: Belgium, Denmark (represented by a non-governmental organization, BORNEFONDENO), Switzerland, the United States of America and United Nations specialized agencies, namely, the United Nations Capital Development Fund (UNCDF), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO). A note containing specific action proposals for the implementation of the national poverty alleviation programme was approved by the Government.

6. The priorities established (generating income, creating employment and improving access to social services) emphasize direct support to the population and will be reflected mainly through training in participatory management at the local level and building the capacities of grass-roots organizations.

7. At the same time, the formulation of UNDP assistance to the national social action programme is being finalized, as are the discussions with the Government

and the World Bank concerning the Government's contribution to cost-sharing ($1.9 million out of a total budget of $4.9 million).

8. In November 1992 UNDP funded a workshop in preparation for the mid-term review of the medium-term programme to combat acquired immune deficiency syndrome (AIDS). A resource mobilization meeting is scheduled to be held in May 1993.

9. In this context, UNDP began formulating the assistance programme in collaboration with WHO and the principal donors, namely, Belgium, the United States and France. The programme which is being formulated reflects the priorities chosen during the UNDP mission to Rwanda, carried out for the purpose of evaluating UNDP coordination efforts in this area, and thus establishes the role envisaged for UNDP with regard to:

(a) Heightening national leaders' awareness of the socio-economic impact of AIDS (support for the national commission to combat AIDS);

(b) Enhancing the programming and management capacities of the national programme to combat AIDS;

(c) Providing psychological, medical and social support.

B. Building national capacities for development planning and management

10. From 18 to 29 May 1992, UNDP, its French and Canadian cooperation partners and the Department of Economic and Social Development carried out, in close collaboration with the Rwandese authorities, a mission for the purpose of formulating a programme to build national capacities for development planning and management.

11. Upon the conclusion of this mission, a note containing broad outlines of an action programme was submitted to the Rwandese authorities and to representatives of the international community.

12. The reception given to this note was very favourable. It was approved by the Government and was included in the deliberations and recommendations of the round-table conference held at Geneva on 2-3 July 1992. On this occasion, the donors established a coordinating group specially entrusted with the implementation and follow-up of this programme; secretariat services were provided by UNDP.

13. Having obtained the approval of the Government and the support of the international community, UNDP, its French and Canadian cooperation partners and the Department of Economic and Social Development organized the programming mission, the conclusions and recommendations of which were approved during a high-level workshop held at Kigali on 3 February 1993 and presided over by the Prime Minister and the Minister of Planning, with the participation of heads of agencies and cooperation missions in Rwanda.

14. During the workshop, the Government and the donors reached a consensus on the donors' areas of involvement, the programme activities to which priority is to be given and the order in which they are to be implemented, coordination mechanisms and follow-up and evaluation indicators for programme implementation.

15. On the basis of this consensus, the UNDP office at Kigali intensified its consultations with the other donors concerned, namely, Belgium, Canada, the United States, France and the World Bank.

16. These consultations, which were held both at Kigali and at individual donor headquarters, helped to define more clearly the main features of the UNDP cooperation programme, which will be focused on planning and economic management, the administrative structure and human resources management in public administration.

III. CURRENT SITUATION IN THE COUNTRY

17. The establishment of a multiparty Government helped to bring about a cease-fire, which took effect on 31 July 1992. Political negotiations were initiated between the Government and the Rwandese Patriotic Front (RPF) concerning: (a) the rule of law; (b) power-sharing; (c) the integration of RPF combatants into the Rwandese armed forces; (d) the return of refugees; and (e) the duration of the period governed by protocols of agreement on the rule of law and political power-sharing.

18. However, the resumption of hostilities on 8 February 1993 brought the negotiations to a standstill and caused:

(a) The displacement of more than 900,000 persons, many of whom suffer from malnutrition (54 per cent of the children) and infectious and diarrhoeal diseases;

(b) The destruction of public buildings, infrastructure, crops and the environment (total deforestation).

19. On 7 March 1993, the Prime Minister and the head of RPF signed a new cease-fire agreement at Dar es Salaam, and on 13 March 1993 negotiations resumed at Arusha. At the same time, the Secretary-General of the United Nations dispatched two missions to Rwanda to study the possibility of the deployment of military observers. Lastly, an inter-agency mission carried out by the Department of Humanitarian Affairs from 12 to 25 March 1993 prepared a consolidated action programme for emergency humanitarian assistance, for which an appeal was launched on 12 April 1993.

IV. IMPACT ON THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME

20. UNDP assistance has not escaped the general impact of the socio-political situation described in section III above. Since 1991, UNDP has been requested by the Government to assist it in managing the new situation created by the armed conflict. First, a project financed from Special Programme Resources (SPRs) (INT/91/707, in the amount of $246,641) was approved in order to support

the implementation of the Dar es Salaam Declaration of February 1991 and to prepare for the socio-economic reintegration of refugees. UNDP then financed, from development support services funds (DSS), an assessment of the needs of persons displaced by war, which made it possible to mobilize resources (more than $25 million) and to establish a crisis committee to coordinate efforts to assist those displaced by war.

21. As part of the effort to enhance the coordination of assistance to persons displaced by war, the Administrator approved two projects financed from SPRs: RWA/92/004 ($100,000) and RWA/93/002 ($100,000). In January 1993, UNDP was requested by the Government to assist it in coordinating post-war efforts in collaboration with donors (support for the electoral process, the resettlement of those displaced by war, reintegration and demobilization).

22. While all these forms of assistance helped to build the Government's capacity to manage the new situation, the fulfilment of the two objectives of the fifth country programme should contribute to the carrying out of the activities required during the transition period. Nevertheless, it would appear necessary to harmonize the actions undertaken in each area of concentration so as to promote better integration among target groups, displaced persons and refugees, as well as to ensure that such actions dovetail with those of other donors.

New proposals for the implementation of the fifth country programme

Poverty alleviation

23. This subprogramme will also include assistance for the re-establishment of displaced persons, in addition to the aspects already chosen: the fight against AIDS, the national social action programme and the adaptation of the educational system. Following the example of the humanitarian emergency appeal, UNDP decided to organize, in cooperation with the Department of Humanitarian Affairs, a humanitarian emergency round table to assist the Government in managing the situation of those displaced by war, refugees and demobilized troops. The use of SPR financing for the preparations for this round table was approved by the Administrator on 14 April 1993.

24. Through the humanitarian emergency round table, UNDP will participate, together with other donors, in the programme to resettle those displaced and to rebuild war-ravaged areas. UNDP assistance will be used to coordinate aid in this area and to support the mobilization of the population groups concerned for the reactivation of agricultural production, the carrying out of microprojects and the rehabilitation of the environment. These efforts, which will complement the emergency appeal launched by the Department of Humanitarian Affairs, are, however, subject to the agreement of the two parties concerned (the Government and RPF).

25. A total of $13.56 million will be allocated from indicative planning figure (IPF) resources, as compared with the initial allocation of $14.67 million, and cost-sharing contributions totalling $3 million are envisaged. The various aspects of this subprogramme will be formulated no later than July 1993 with the

participation of the United Nations specialized agencies, the donors concerned and non-governmental organizations.

Building national capacities for development planning and management

26. The assistance provided for the subprogramme on building management capacities will be concentrated initially on the areas of particular relevance to the key issues of the political transition, specifically: aid coordination; the implementation of the public investment programme; taxation and debt management; public administration management; the introduction of communal reforms; the reform and organization of government ministries; national accounting; and statistics.

27. The other areas of regional development, and national long-term perspective studies, would be subject to a decision to be taken after the national elections, in consultation with other donors, whose assistance would, for the time being, be concentrated on the ministries that deal with finance (France, the United States Agency for International Development (USAID), the European Community), agriculture (Belgium, the European Community, France, Switzerland, USAID) and planning (the European Community, France). UNDP assistance in this area would help to promote public management and thus to develop national governing capacity. Furthermore, specific assistance to the Government is envisaged in respect of an evaluation of the budgetary and financial situation and preparations for future discussions relating to the macroeconomic framework for the period 1994-1996 and the measures which should accompany a programme for economic recovery and the reactivation of economic growth. Such assistance will be coordinated with the World Bank, the International Monetary Fund (IMF) and the principal donors, thus helping to support the balance of payments and the national budget through the use of counterpart funds.

28. An allocation to this programme of $7 million from IPF resources is proposed, as compared with the initial allocation of $12.2 million. The document describing the contribution, which has already been prepared in collaboration with the Management Development Programme, Canada and France, will be submitted to headquarters for study and approval in June 1993.

Support for national reconciliation

29. As it does in other countries, UNDP proposes to provide support for the process of national reconciliation, which should mainly be reflected in efforts to facilitate demobilization and the reintegration of demobilized troops into the socio-economic life of the country and in strong support for democratization (preparations for the elections, civic education, etc.).

30. This programme will be developed in coordination with the other donors concerned (Canada, France, Germany, Switzerland and the United States). An allocation of $1.5 million is envisaged for its implementation.

31. The unprogrammed reserve will be increased from $3 million to $10.013 million so as to take into account the lower level of resources.

V. RECOMMENDATION BY THE ADMINISTRATOR

32. In order to alleviate, to the extent possible, the suffering of the Rwandese people and to prepare for the rebuilding of the country, the Administrator recommends that the Governing Council approve the amendments to the fifth country programme for Rwanda so as to take into account the needs for assistance in the resettlement of those displaced and in national reconciliation.

FINANCIAL SUMMARY: IPF RESOURCE UTILIZATION MATRIX 1993-1996

	As per document DP/CP/RWA/5	As per the proposed amendments
	(Thousands of dollars)	
Poverty alleviation	14 673	11 660
National social action programme	3 334 a/	3 334 a/
AIDS b/		b/
Development of grass-roots capacities	11 339	2 800
Social development		2 026
Rebuilding and aid to those displaced	-	2 900
	14 673	11 660
Building national capacities for development planning and management	12 200	7 000
Support for national reconciliation	200	1 500
Non-programme projects	-	500
Subtotal	27 073	20 660
Unprogrammed reserve	3 000	10 013
TOTAL	30 073	30 673

a/ An amount of $1.9 million from International Development Association (IDA) funds is envisaged as complementary financing.

b/ Bilateral co-financing totalling $600,000 is envisaged.